Valley Center

Valley Center Road (village)

Mirar de Valle Road (west end)

Circle R Road (steep terrain)

Overview

The existing Valley Center road network fails to provide adequate routes to/from the I-15, which produces traffic congestion on its primary corridor — Valley Center Road through Escondido. The existing network also contains too few roads that distribute traffic within the community, especially routes that travel to and through Valley Center's two villages. As a result, full build-out of the GP2020 Draft Land Use Map produced failing LOS on Valley Center, Cole Grade, Lilac, and Old Castle Roads.

The proposed solution for Valley Center combines new road connections to the I-15, additional routes within and around village areas, and land use modifications in the villages. As shown in Figure VC-1, new connections to the I-15 include an extension of Cool Valley Road to Old Highway 395 and extensions of both Mirar de Valle and Betsworth Roads to Mountain Meadows Road in the Hidden Meadows community. All of these connections reflect the Group's preference to maintain a network of two-lane roads. Based on traffic model forecasts, approximately 20 percent of Valley Center Roads would continue to operate at a failing level of service, but there is additional capacity on some roads that provide optional routes of travel during periods of congestion.

Planning Group Preferences

The Planning Group expressed a strong desire to produce a plan that balances the land use and road network. With the exception of Valley Center Road, Cole Grade Road, and the eastern segment of Lilac Road, the Planning Group also strongly endorsed retaining a network of two-lane roads. The Planning Group also endorsed two new connections to the I-15 (extensions of Mirar de Valle and Cool Valley Roads) and land use modifications to reduce traffic on the extension of Mirar de Valle to the Hidden Meadows community. Although the group primarily endorsed reductions in commercial land use, they also requested a reduction in residential density to a maximum of 10.9 dwelling units per acre.

Key Issues

Unresolved Traffic Congestion

Valley Center Road (east of Miller Road to Lilac Road) will operate at LOS E/F, but land use changes did reduce forecast traffic volumes to 42K ADTs, or 20% over the LOS D threshold. With the exception of the new Cool Valley Road connection to Old Highway 395, Valley Center I-15 traffic from the north must pass through this segment of Valley Center Road as steep terrain makes the provision of alternate routes infeasible. Also, the community resoundingly rejected widening Valley Center Road to six lanes.

Mirar de Valle and Betsworth Roads will operate at LOS E/F, but staff recommends limiting the width to two lanes, while retaining a wider right of way for four lanes on Mirar de Valle Road. The staff recommendation is sensitive to the Planning Group's desire to retain a network of two-lane rural roads and the Hidden Meadows community's concern over excessive traffic from Valley Center flooding the I-15 interchange.

Environmental Constraints

A road in the southern village is proposed to parallel Valley Center Road along the eastern edge of the Orchard Run development. This road is an essential link in a road network that would resolve traffic congestion on Valley Center Road, south of Lilac Road, but the road crosses the Keys Creek riparian wetland area.

Fire Access

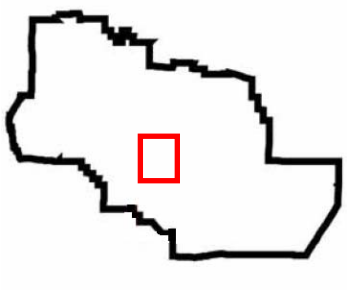
The Paradise Mountain community of 2,000+ residents is accessed by a single public route from Lake Wohlford Road — Paradise Mountain Road. Additional routes to Lake Wohlford Road are private roads (gated), with some that traverse the San Pasqual reservation. During the October fires, these roads became available for emergency egress, but more reliable routes are necessary for the large population living in this fire-prone area.

Board Alternative Map Network

The Board Alternative Map designates a 13.6-acre parcel (Bates Nut Farm) as General Commercial. Based on SANDAG trip generation projections, the General Commercial designation would generate an additional 7,000 to 9,000 ADTs. As a result, staff recommends widening Woods Valley Road to a four-lane road. In addition, a new road proposed in the southern village would need to be four lanes to accommodate forecast traffic volumes.

Proposed Land Use Modifications
(Draft Land Use Map)

Proposed land use changes to the June 2005 Draft Land Use Map are located in two village areas. The primary purpose of these changes is to reduce congestion on Valley Center and Mirar de Valle Roads. In the northern village, commercial and industrial land uses are scaled back to reduce average daily trips that contribute to excessive levels of congestion. In response to the Planning Group's recommendation, residential densities in the southern village are limited to 10.9 dwelling units per acre, but the 14.5 dwelling unit per acre density is retained in the northern village to meet the community's share of the State's five-year housing requirements.



Also see summary table on next page

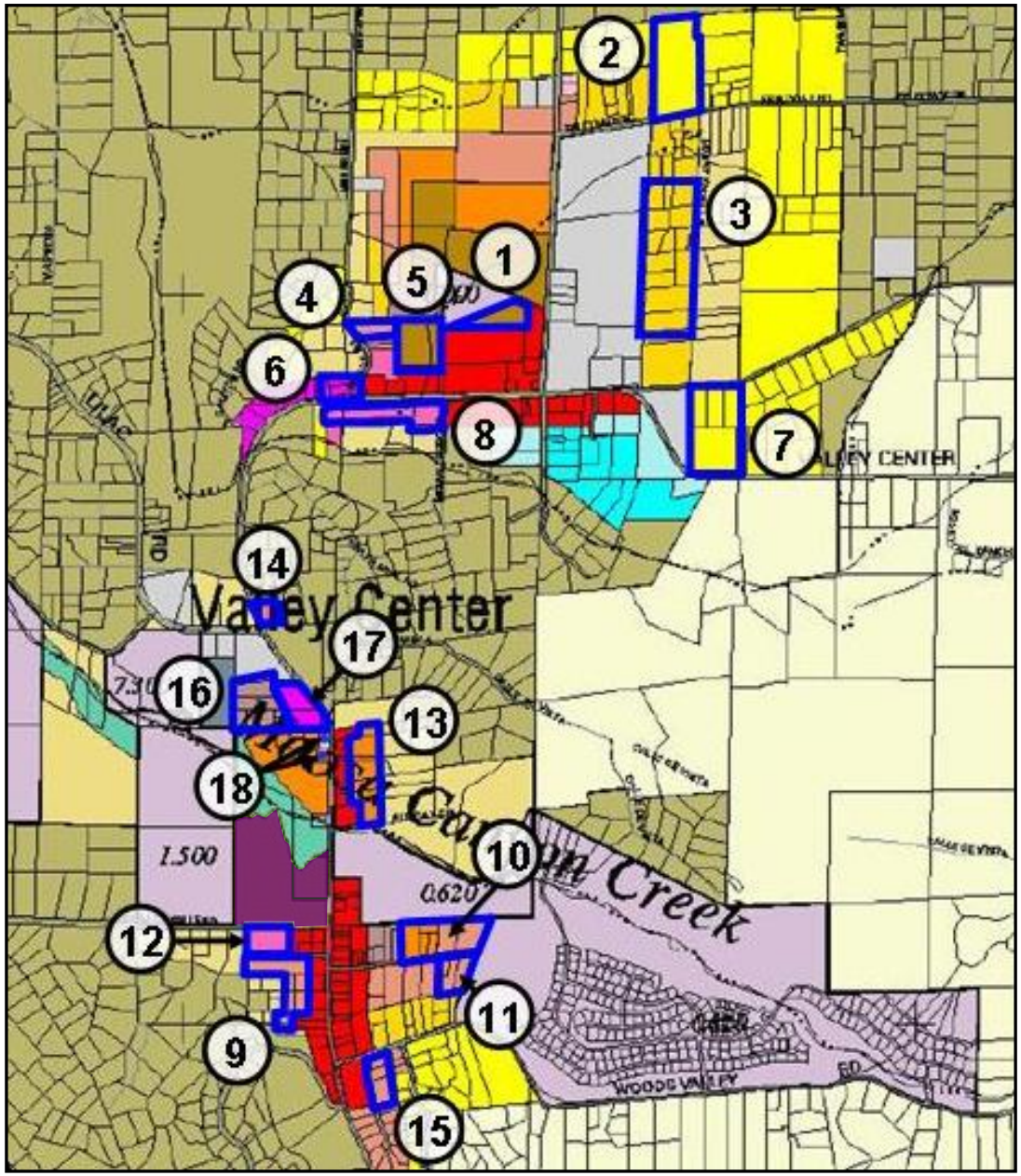


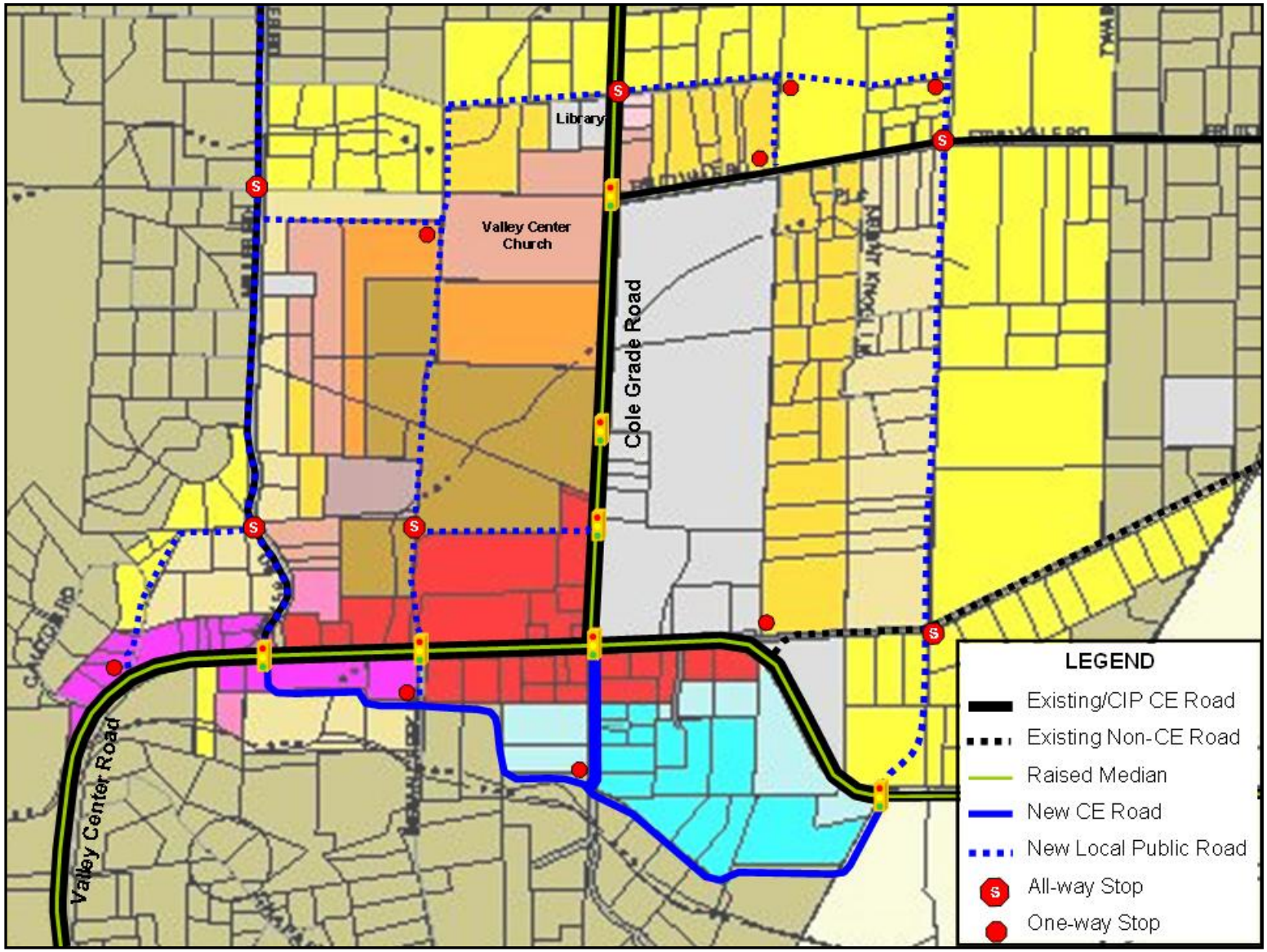
Table of Proposed Land Use Designation Changes

Area #	Acres	Existing General Plan	June 2005 Draft Land Use Map (Board Alternative Map)*	Staff Recommendation**
1	5.0	(14) Service Commercial	C-1 General Commercial	VR-14.5
2	20.3	(17) 1 du/2,4 ac	VR-2 (VR-2.9)	SR-1
3	30.0	(2) 1 du/ac	VR-4.3	VR-2.9
4	2.7	(3) 2 du/ac	C-2 Office Professional	VR-4.3
5	8.1	(5) 4.3 du/ac	C-1 General Commercial	VR-14.5
6	2.8	(14) Service Commercial	C-1 General Commercial	C-4 Rural Commercial
7	18.0	(17) 1 du/2,4 ac	I-1 Limited Impact Industrial	SR-1
8	9.2	(6) 7.3 du/ac	C-1 General Commercial	C-4 Rural Commercial
9	10.0	(2) 1 du/ac	C-1 General Commercial	VR-4.3
10	5.8	(2) 1 du/ac	VR-10.9	VR-7.3
11	4.2	(2) 1 du/ac	VR-7.3	VR-4.3
12	4.4	(2) 1 du/ac	C-1 General Commercial	C-2 Office Professional
13	11.7	(17) 1 du/2,4 ac	C-1 General Commercial	VR-7.3
14	2.0	(14) Service Commercial	C-3 Neighborhood Commercial	C-2 Office Professional
15	4.8	(2) 1 du/ac	C-2 Office Professional	VR-4.3
16	10.3	(17) 1 du/2,4 ac	VR-14.5	VR-10.9
17	5.6	(14) Service Commercial	C-1 General Commercial	C-4 Rural Commercial
18	1.2	(14) Service Commercial	C-3 Neighborhood Commercial	C-4 Rural Commercial

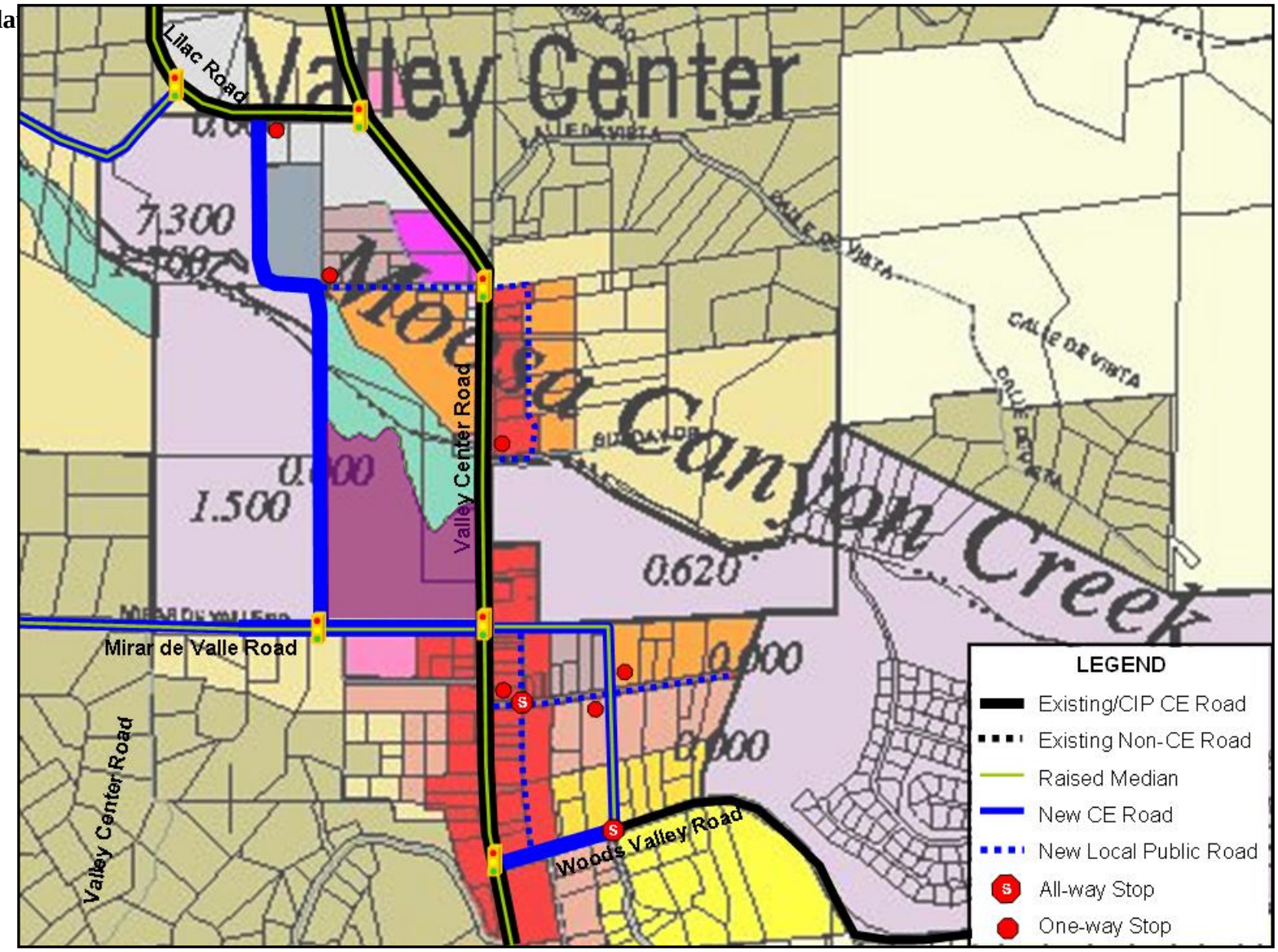
***** The Board Alternative Map and June 2005 Draft Land Use Map designation are the same in most areas. In cases where the two maps differ, the Board Alternative Map designation appears in parenthesis.

****** Planning Group supported the proposed changes to the August 2006 Draft Land Use Map, subject to further refinement.

Town Center Circulation: North Village



Town Center Circula
South Village



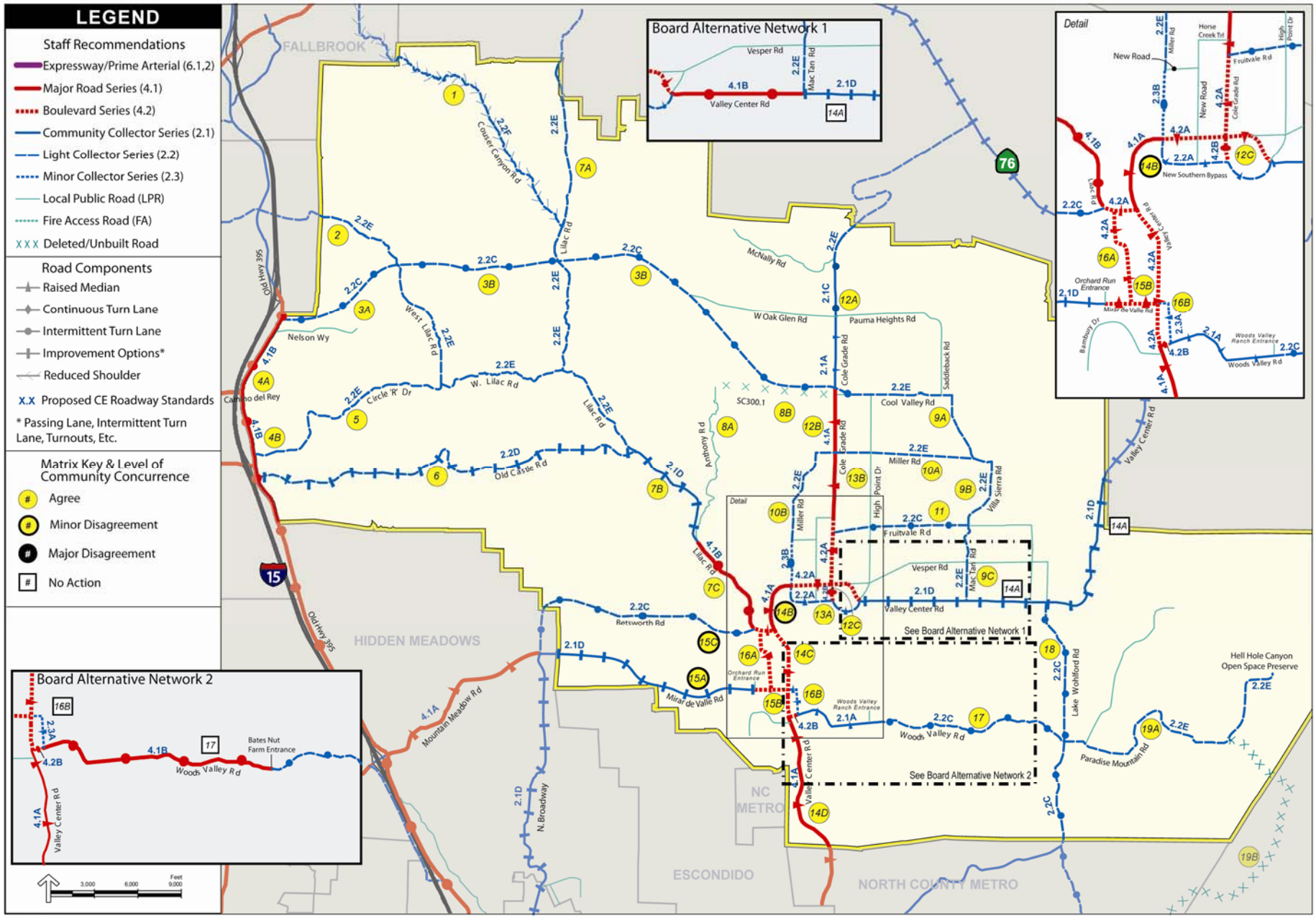
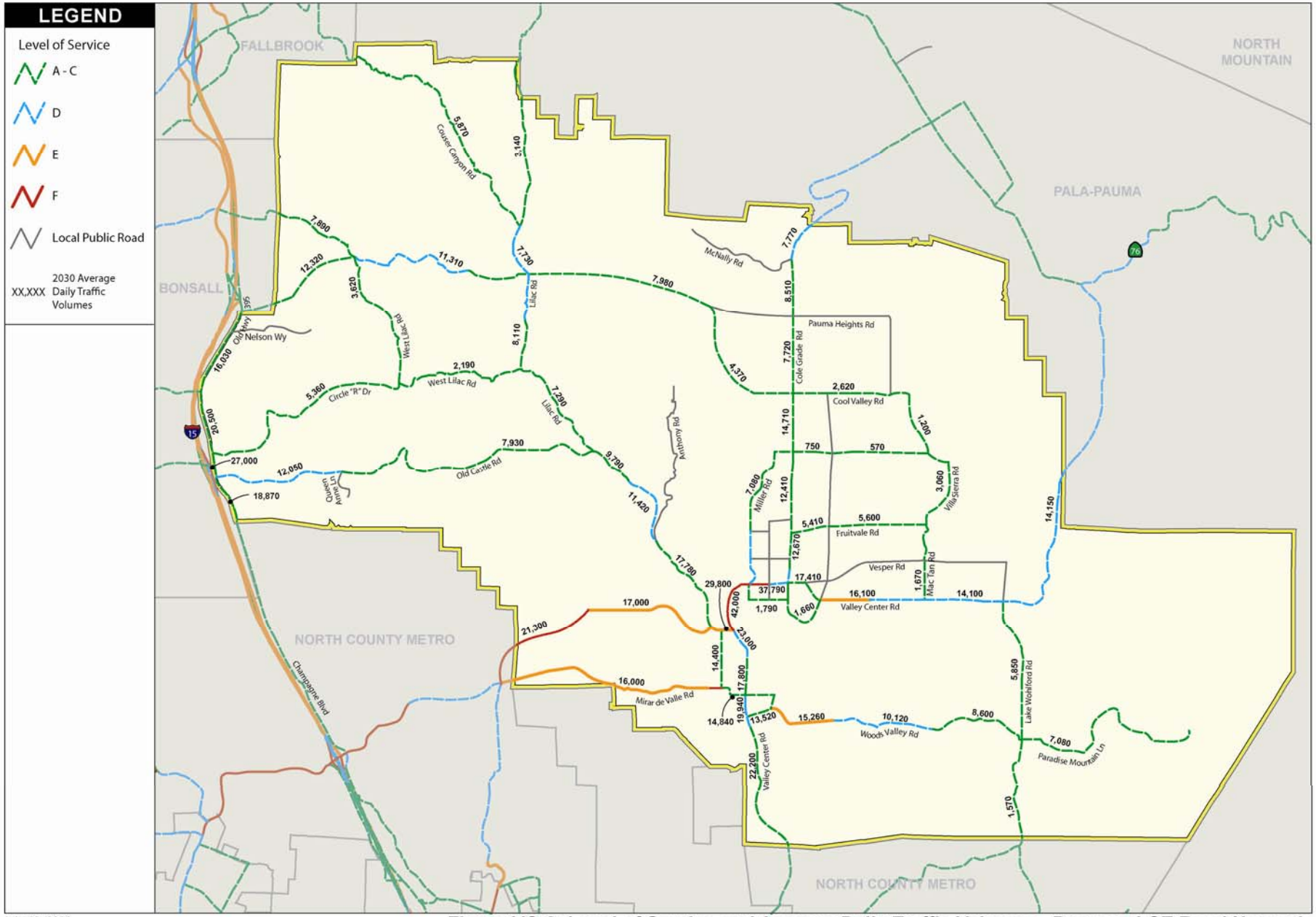
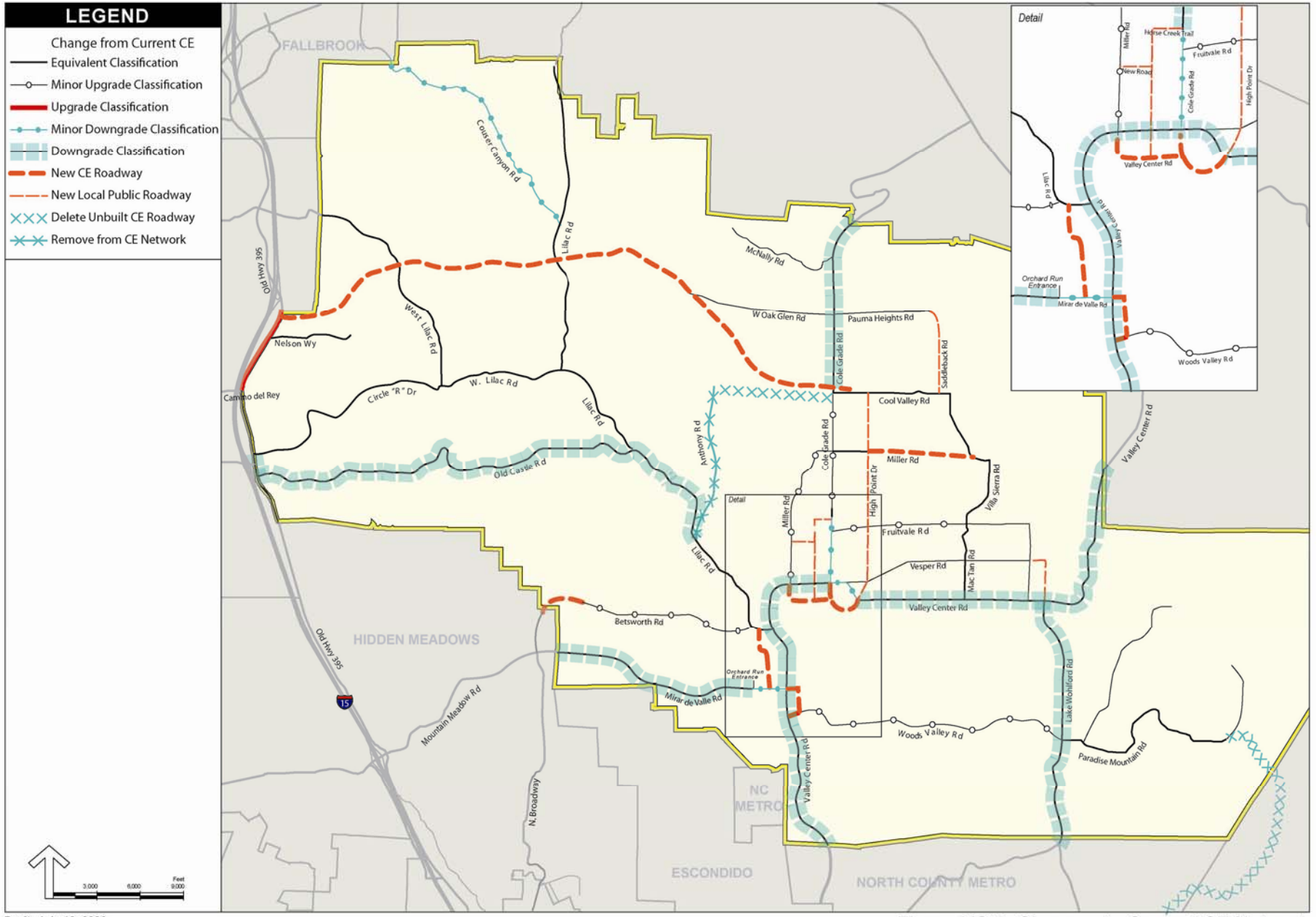


Figure VC-1: Proposed CE Road Network (Amended)



July 18, 2006

Figure VC-2: Level of Service and Average Daily Traffic Volumes - Proposed CE Road Network



Draft: July 18, 2006

Figure VC-3: Changes to Current CE Network

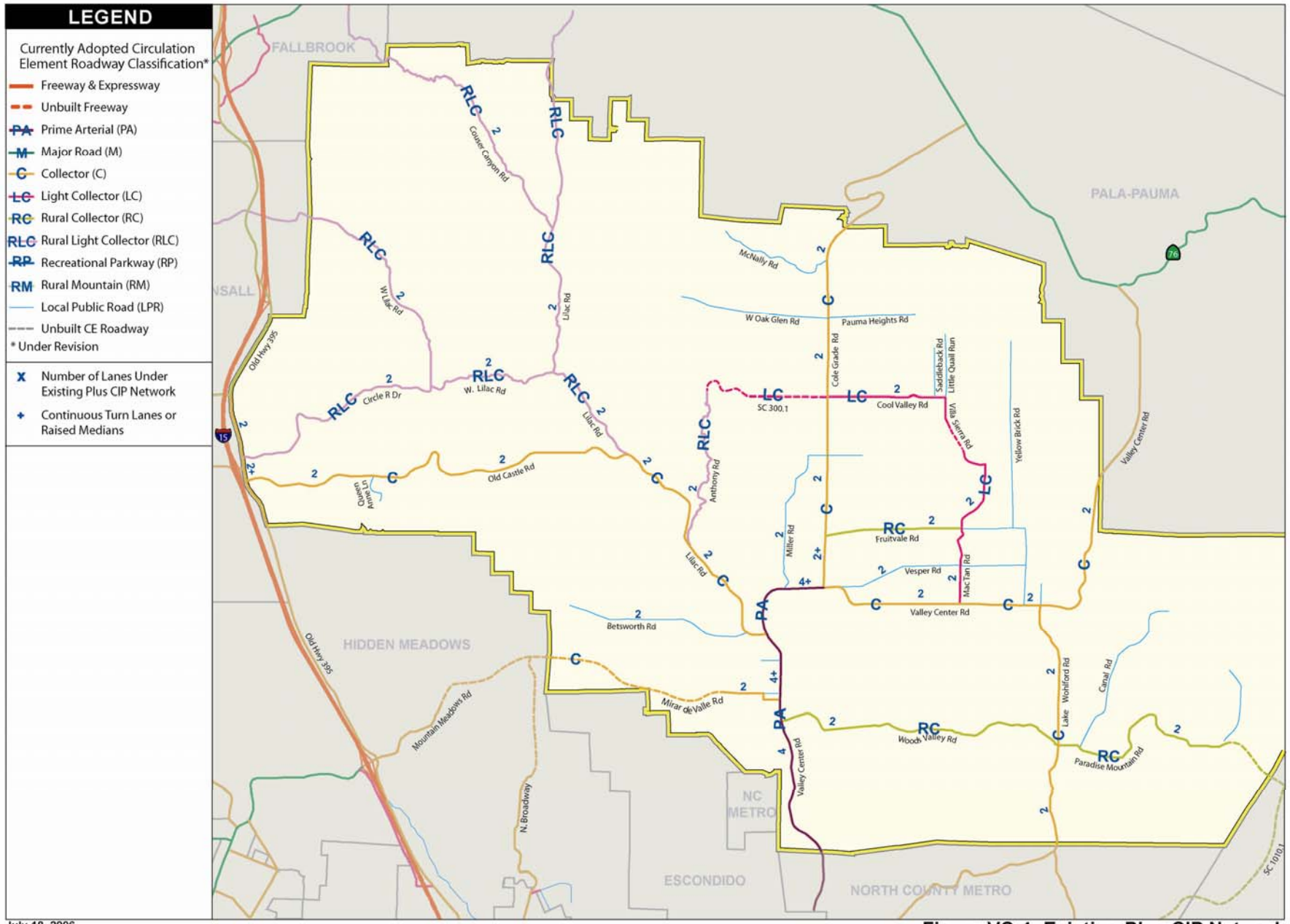


Figure VC-4: Existing Plus CIP Network

	CE Road Segment	Road Network Recommendations	Basis for Staff Recommendation
1	**Couser Canyon Road (SC 240)** Segment: Entire length Existing Condition: 2 lanes Current Classification: Rural Light Collector Road (2 lanes)	**Minor Downgrade** 2.2F Light Collector with Reduced Shoulder (2 lanes) *Reduced shoulder is five feet wide for bike lane*	• *Road Capacity* – Two lanes are sufficient to operate at LOS D or better • *Minimize Environmental Impacts* – The slower design speed and narrower R.O.W. will result in less grading
2	**West Lilac Road (SC 270.1 / 280.2)** Segment: Old Hwy. 395 to Lilac Road Existing Condition: 2 lanes Current Classification: Rural Light Collector Road (2 lanes)	**Equivalent Classification** 2.2E Light Collector (2 lanes)	• *Road Capacity* – Two lanes are sufficient to operate at LOS D or better
3A	**New Road** Segment: Old Highway 395 to West Lilac Road Existing Condition: Unbuilt Current Classification: None	**New CE Road** 2.2C Light Collector with Intermittent Turn Lanes (2+ lanes)	• *Road Capacity* – Two lanes are sufficient to operate at LOS D or better • *Maximize Traffic Movement* – Increases connectivity to the I-15 • *Build Community Consensus* – Staff worked with community residents to build consensus on proposed road alignment
3B	**New Road** Segment: West Lilac Road to Cole Grade Road at Cool Valley Road Existing Condition: Generally unbuilt, but partially built (Hilldale Rd) as two-lane road Current Classification: None	**New CE Road** 2.2C Light Collector with Intermittent Turn Lanes (2+ lanes) *Cool Valley Road would be realigned to intersection of Hilldale and Cole Grade Roads*	• *Road Capacity* – Two lanes are sufficient to operate at LOS D or better • *Maximize Traffic Movement* – Increases connectivity to the I-15 • *Build Community Consensus* – Prefers Cool Valley Road alignment to avoid routing regional traffic in front of the high school
4A	**Old Highway 395** Segment: I-15 to Camino del Rey Existing Condition: 2 lanes plus turn lanes Current Classification: Rural Collector Road (2 lanes)	**Upgrade Classification** 4.1B Major Road with Intermittent Turn Lanes (4+ lanes)	• *Road Capacity* – Four lanes are necessary to operate at LOS D or better

	CE Road Segment	Road Network Recommendations	Basis for Staff Recommendation
4B	**Old Highway 395** Segment: Camino del Rey to Old Castle Existing Condition: 2 lanes plus turn lanes Current Classification: Collector Road (4 lanes)	**Equivalent Classification** 4.1B Major Road with Intermittent Turn Lanes (4+ lanes)	• *Road Capacity* – Four lanes are necessary to operate at LOS D or better
5	**Circle R Road (SC 280.1)** Segment: Entire road Existing Condition: 2 lanes Current Classification: Rural Light Collector Road (2 lanes)	**Equivalent Classification** 2.2E Light Collector (2 lanes)	• *Road Capacity* – Two lanes are sufficient to operate at LOS D or better
6	**Old Castle Road (SF 1415)** Segment: Entire road Existing Condition: 2 lanes Current Classification: Collector Road (4 lanes)	**Downgrade Classification** 2.2D Light Collector with Improvement Options (2+ lanes) *Passing Lanes are the preferred improvement option*	• *Road Capacity* – Two lanes with intermittent turn lanes are sufficient to operate at LOS D or better, given construction of parallel routes (Cool Valley and Mirar de Valle extensions) • *Cost / Environmental Constraints* – Rugged terrain would make widening road expensive to build due to excessive amount of cutting into steep hills
7A	**Lilac Road (SA 110)** Segment: Community boundary to Old Castle Road Existing Condition: 2 lanes Current Classification: Rural Light Collector Road (2 lanes)	**Equivalent Classification** 2.2E Light Collector (2 lanes)	• *Road Capacity* – Two lanes are sufficient to operate at LOS D or better

	CE Road Segment	Road Network Recommendations	Basis for Staff Recommendation
7B	**Lilac Road (SF 1415)** Segment: Old Castle to Anthony Road Existing Condition: 2 lanes Current Classification: Collector Road (4 lanes)	**Downgrade Classification** 2.1D Community Collector with Improvement Options (2+ lanes) *Raised Median is preferred improvement option*	• *Road Capacity* – Two lanes with operational improvements are sufficient for road to operate at LOS D or better. Classification necessary to reserve R.O.W. for potential long range road improvements
7C	**Lilac Road (SF 1415)** Segment: Anthony Road to Valley Center Road Existing Condition: 2 lanes Current Classification: Collector Road (4 lanes)	**Equivalent Classification** 4.1B Major Road with Intermittent Turn Lanes (4+ lanes) (Anthony Road to Betsworth Road) **Minor Downgrade** 4.2A Boulevard with Raised Median (4+ lanes) (Betsworth Road to Valley Center Road)	• *Road Capacity* – Four lanes are required for the road to operate at LOS D or better • *Land Use* – Lower design speed (Boulevard) and raised median will enhance community character within the village **Note: Small segment classified as a Boulevard (east of Betsworth) will operate at LOS E (29.8K ADTs), with proposed land use changes**
8A	**Anthony Road (SC 290)** Segment: Entire Length Existing Condition: 2 lanes Current Classification: Rural Light Collector Road (2 lanes)	**Remove from CE Network** Retain as Local Public Road (2 lanes)	• *Road Capacity* – Steep terrain and slow travel speed resulted in a low traffic volume forecast that would not justify retaining road on CE • *Minimize Environmental Impacts* – A wider, faster road with straighter curves would require extensive grading, cut and fill
8B	**SC 300.1** Segment: Entire Length Existing Condition: Unbuilt road to connect Anthony and Cole Grade Roads Current Classification: Light Collector Road (2 lanes)	**Delete CE Road**	• *Road Capacity* – Traffic model forecasts of the extension of Anthony Road showed low traffic volumes that make construction of the road impractical

	CE Road Segment	Road Network Recommendations	Basis for Staff Recommendation
9A	**Cool Valley Road (SC 300)** Segment: Entire Road Existing Condition: 2 lanes Current Classification: Light Collector Road (2 lanes)	**Equivalent Classification** 2.2E Light Collector (2 lanes) *Realign road to connect with Hilldale Road at Cole Grade Road*	• *Road Capacity* – Two lanes are sufficient to operate at LOS D or better
9B	**Villa Sierra Road (SC 300)** Segment: Entire length Existing Condition: 2 lanes (gated) Current Classification: Light Collector Road (2 lanes)	**Equivalent Classification** 2.2E Light Collector (2 lanes)	• *Road Capacity* – Two lanes are sufficient to operate at LOS D or better
9C	**Mac Tan Road (SC 300)** Segment: Entire length Existing Condition: 2 lanes Current Classification: Light Collector Road (2 lanes)	**Equivalent Classification** 2.2E Light Collector (2 lanes)	• *Road Capacity* – Two lanes are sufficient to operate at LOS D or better
10A	**Miller Road** Segment: Cole Grade Road to Villa Sierra Road Existing Condition: 2 lanes / unbuilt Current Classification: Private road	**New CE Road** 2.2E Light Collector (2 lanes)	• *Road Capacity* – Two lanes are sufficient to operate at LOS D or better • *Maximize Traffic Movement* – Provides a parallel route to Valley Center Road and would improve connectivity to Cole Grade Road
10B	**Miller Road** Segment: Cole Grade Road west then south to Valley Center Road Existing Condition: 2 lanes Current Classification: Local public road	**Add to CE Network** 2.3B Minor Collector with Intermittent turn Lanes (2+ lanes) (Valley Center to new road near Misty Oak) 2.2E Light Collector (2 lanes) (New road near Misty Oak Road to Cole Grade Road)	• *Road Capacity* – Two lanes are sufficient to operate at LOS D or better • *Maximize Traffic Movement* – Improves connectivity to/within the town center

	CE Road Segment	Road Network Recommendations	Basis for Staff Recommendation
11	**Fruitvale Road (SC 310)** Segment: Entire length Existing Condition: 2 lanes Current Classification: Rural Collector Road (2 lanes)	**Minor Upgrade** 2.2C Light Collector with Intermittent Turn Lanes (2+ lanes) *Design exceptions required to slow traffic in vicinity of schools*	• *Road Capacity* – Two lanes are sufficient to operate at LOS D or better
12A	**Cole Grade Road (SA 120)** Segment: SR76 to Cool Valley Road Existing Condition: 2 lanes Current Classification: Collector Road (4 lanes)	**Downgrade Classification** 2.2E Light Collector (2 lanes) (SR76 to McNally Road) 2.1C Community Collector with Intermittent Turn Lanes (2+ lanes) (McNally Road to Pauma Heights Road) 2.1A Community Collector with Raised Median (2+ lanes) (Pauma Heights to Cool Valley Road)	• *Road Capacity* – Two lanes are sufficient to operate at LOS D or better • *Support Land Use Goals* – A raised median is an important component in preserving community character
12B	**Cole Grade Road (SA 120)** Segment: Cool Valley Road to Valley Center Road Existing Condition: 2 lanes Current Classification: Collector Road (4 lanes)	**Minor Upgrade** 4.1A Major Road with Raised Median (4+ lanes) (Cool Valley to Horse Creek Trail) **Minor Downgrade** 4.2A Boulevard with Raised Median (4+ lanes) (Horse Creek Trail to Valley Center Road)	• *Road Capacity* – Four lanes are necessary to operate at LOS D or better • *Support Land Use Goals* – A raised median is an important component in preserving community character

	CE Road Segment	Road Network Recommendations	Basis for Staff Recommendation
12C	**Cole Grade Road Extension** Segment: Valley Center Road to New South Bypass Road (New Road 13A) Existing Condition: 2 lanes Current Classification: Not on CE	**New CE Road** 4.2B Boulevard with Intermittent Turn Lanes (4+ lanes)	• *Road Capacity* – Four lanes are required to operate at LOS D or better
13A	**New Road** Segment: Valley Center Road at New Road 13B to Valley Center Road at Miller Road Existing Condition: Unbuilt Current Classification: None	**New CE Road** 2.2A Light Collector with Raised Median (2+ lanes) *Continuous Turn Lane recommended in lieu of Raised Median in industrial area*	• *Road Capacity* – New road would provide parallel route to relieve congestion on Valley Center Road • *Support Land Use Goals* – Continuous turn lane more appropriate for industrial land uses
13B	**New Road (Wilhite Lane extension)** Segment: Valley Center Road at New Road 13A to Cool Valley Road Existing Condition: Partially constructed two lane road Current Classification: Private road	**New Local Public Road** (2 lanes)	• *Maximize Traffic Movement* – Provides a parallel route to Valley Center Road and would improve connectivity to Cole Grade Road
14A	**Valley Center Road (SF 639)** Segment: Community boundary to New Road 13A Existing Condition: 2 lanes Current Classification: Collector Road (4 lanes)	**Downgrade Classification** 2.1D Community Collector with Improvement Options (2+ lanes) *Raised Median is preferred improvement option*	• *Community consensus* – Prefers network of two-lane roads **Note: Small segment will operate at LOS E (16.1K ADTs). Classification would reserve R.O.W. necessary for four-lane road**
		Board Alternative Map: **Equivalent Classification** 4.1B Major Road with Intermittent Turn Lanes (4+ lanes) Mac Tan Road to New Road 13A	• *Road Capacity* – Four lanes are necessary for segment to operate at LOS D or better

	CE Road Segment	Road Network Recommendations	Basis for Staff Recommendation
14B	**Valley Center Road (SF 639)** Segment: New Road 13A to Lilac Road Existing Condition: 4 lanes with turn lanes (CIP) Current Classification: Prime Arterial (6 lanes)	**Downgrade Classification** 4.2A Boulevard with Raised Median (4+ lanes) (New Road 13A to Miller Road) 4.1A Major Road with Raised Median (4+ lanes) (Miller Road to Lilac Road) *Includes proposed reductions in land use intensity*	• *Community Consensus* – Planning group does not support widening road to six lanes, but also does not support the failing LOS • *Support Land Use Goals* – Four lanes provides sufficient R.O.W. for existing businesses **Note: Segment will operate at LOS F (36.8 – 42.0K ADTs)**
14C	**Valley Center Road (SF 639)** Segment: Lilac Road to Banbury Drive Existing Condition: 2 lanes with turn lanes Current Classification: Prime Arterial (6 lanes)	**Downgrade Classification** 4.2A Boulevard with Raised Median (4+ lanes) *Includes proposed reductions in land use intensity*	• *Road Capacity* – Four lanes and a parallel route (new road 16A) are necessary to operate at LOS D or better • *Build Community Consensus* – Planning group does not support widening road to six lanes
14D	**Valley Center Road (SF 639)** Segment: Banbury Drive to Community Boundary Existing Condition: 4 lanes with raised median Current Classification: Prime Arterial (6 lanes)	**Downgrade Classification** 4.1A Major Road with Raised Median (4+ lanes)	• *Road Capacity* – Four lanes with a median are sufficient to operate at LOS D or better

	CE Road Segment	Road Network Recommendations	Basis for Staff Recommendation
15A	**Mirar de Valle Road (SC 990.2)** Segment: Community boundary to Orchard Run entrance Existing Condition: 2 lanes / unbuilt Current Classification: Collector Road (4 lanes)	**Downgrade Classification** 2.1D Community Collector with Improvement Options (2+ lanes) *Raised Median is preferred improvement option* *Includes proposed reductions in land use intensity*	• *Road Capacity* – Proposed classification with raised median provides maximum capacity for two-lane road • *Minimize Environmental Impacts* – Two lanes are less impactive than four lanes where road traverses through steep terrain • *Build Community Consensus* – Valley Center and Hidden Meadows communities opposed to four lanes **Note: Proposed classification will operate at LOS E (16.0 ADTs). Classification would reserve R.O.W. necessary for four-lanes.**
15B	**Mirar de Valle Road (SC 990.2)** Segment: Orchard Run entrance to Valley Center Road Existing Condition: 2 lanes with turn lanes Current Classification: Collector Road (4 lanes)	**Minor Upgrade** 4.2A Boulevard with Raised Median (4+ lanes) *Includes proposed reductions in land use intensity*	• *Road Capacity* – Four lanes are required to operate at LOS D or better • *Support Land Use Goals* – Boulevard classification is consistent with Village densities
15C	**Betsworth Road** Segment: Lilac Road to Broadway Existing Condition: 2 lanes /unbuilt Current Classification: Local public road	**New CE Road / Add to CE Network** 2.2C Light Collector with Intermittent turn Lanes (2+ lanes) *Includes proposed reductions in land use intensity*	• *Road Capacity* – Four lanes required to operate at LOS D or better, but other routes to I-15 have excess capacity • *Minimize Environmental Impacts* – Two lanes are less impactive than four lanes where road traverses through steep terrain • *Build Community Consensus* – Community opposed to four lanes **Note: Proposed classification will operate at LOS E/F (17.0 – 21.3 ADTs)**

	CE Road Segment	Road Network Recommendations	Basis for Staff Recommendation
16A	**New Road** Segment: Lilac to Mirar de Valle Road Existing Condition: Unbuilt Current Classification: Not on CE	**New CE Road** 4.2B Boulevard with Intermittent Turn Lanes (4+ lanes) *Includes proposed reductions in land use intensity*	• *Road Capacity* – Four lanes are required to operate at LOS D or better • *Maximize Traffic Movement* – Provides a parallel route that absorbs traffic from Valley Center Road • *Build Community Consensus* – Planning group does not support widening Valley Center Road to six lanes
16B	**New Road** Segment: Valley Center Road at Mirar de Valle to Woods Valley Road Existing Condition: Unbuilt Current Classification: Not on CE	**New CE Road** 2.3A Minor Collector with Raised Median (2+ lanes) *Includes proposed reductions in land use intensity*	• *Road Capacity* – Four lanes required to operate at LOS D or better, without land use intensity reductions • *Maximize Traffic Movement* – Provides a parallel route to Valley Center Road and would improve connectivity to Woods Valley Road
17	**Woods Valley Road (SC 1010)** Segment: Entire length Existing Condition: 2 lanes Current Classification: Rural Collector Road (2 lanes)	*Draft Land Use Map:* **Equivalent / Upgrade Classification** 2.2C Light Collector with Intermittent Turn Lanes (2+ lanes) (Lake Wohlford Road to New Road 16) 4.2B Boulevard with Intermittent Turn Lanes (4+ lanes) (New Road 16B to Valley Center Road) *Board Alternative Map*: **Upgrade Classification** 4.1B Major Road with Intermittent Turn Lanes (4+ lanes)	• *Road Capacity* – With exception of small segment, two lanes are sufficient to operate at LOS D or better • *Minimize Environmental Impacts* – Current road alignment follows natural terrain, but widening would require significant grading and tree cutting • *Build Community Consensus* – Community opposed to four lanes **Note: Small segment west of Wood Valley Ranch entrance will operate at LOS E (15.2 ADTs)**

	CE Road Segment	Road Network Recommendations	Basis for Staff Recommendation
18	**Lake Wohlford Road** Segment: Entire length Existing Condition: 2 lanes Current Classification: Collector Road (4 lanes)	**Downgrade Classification** 2.2C Light Collector with Intermittent Turn Lanes (2+ lanes) *Design exceptions required to slow traffic in vicinity of schools*	• *Road Capacity* – Two lanes are sufficient to operate at LOS D or better
19A	**Paradise Mountain Rd. (SC 1010.1)** Segment: Built portion Existing Condition: 2 lanes Current Classification: Rural Collector Road (2 lanes)	**Equivalent Classification** 2.2E Light Collector (2 lanes) *Extend existing road to Hellhole Canyon Open Space Preserve*	• *Road Capacity* – Two lanes are sufficient to operate at LOS D or better
19B	**Paradise Mountain Rd. (SC 1010.1)** Segment: Unbuilt portion Existing Condition: Unbuilt Current Classification: Collector Road (4 lanes)	**Delete CE Road**	• *Road Capacity* – Road would not relieve congestion on existing roads • *Minimize Costs / Environmental Impacts* – Construction of a road would require extensive grading, cut and fill and it would not support planned development